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SHELTER MANAGEMENT HANDBOOK

The safety and well-being of the people in this shelter depend on capable leadership. If a civil defense shelter manager is not present, anyone seeing this handbook who has leadership experience can and should TAKE CHARGE IMMEDIATELY.

This handbook provides step-by-step instructions for effective shelter operations.

DEFENSE CIVIL PREPAREDNESS AGENCY
WASHINGTON, D·C·

INFORMATION CONCERNING THIS SHELTER

(Should be entered upon placing this handbook in the shelter)

Shelter Identification: _____

_____

_____

This shelter is in a high/low risk area. (Delete one)

Shelter Capacity from:

Fallout _____ Direct Effects _____

Shelter Manager: _____

Office Phone: _____ Home Phone: _____

Civil Defense Director: _____

Office Phone: _____ Home Phone: _____

Local Government Headquarters to be reported to: Phone: _____

Address: _____

INITIAL ACTIONS FOR SURVIVAL

	Actions	See Page No.
1.	Place people in the basement or central core of the building beginning with the first floor.	Floor Plan, page 13
2.	Take immediate preattack period actions.	2
3.	Organize to operate shelter.	1
4.	If a weapon detonates nearby: a. Extinguish fires b. Repair damage	3
5.	Determine available resources, including food, water, utility services, communications equipment, and take steps to use them effectively.	6

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OPERATIONAL REQUIREMENTS

YOUR RESPONSIBILITY

As Shelter Manager, you are responsible to the local Civil Defense Director. You have complete authority for operating this shelter, including organizing the shelter layout and staff, and making and enforcing rules and procedures.

The first regular staff member to arrive shall be in charge, and shall be succeeded by any other member of higher listing. If none of the listed regular staff members arrive, any person in shelter who is capable of assuming leadership should do so at once.

AT TIME OF SHELTER ENTRY

Entry into shelter should be accomplished in an orderly and rapid manner, with placement of the shelterees in safest areas. The basement area and center core of the building are the best shelter spaces. (See page 11)

People should be permitted to bring into the shelter only those items which increase shelter habitability and create no extra management problem. All weapons should be confiscated. No pets, except seeing-eye dogs, should be allowed. Special health foods and medicines should be retained by the shelterees. The Shelter Manager may later want to place them under centralized control for safekeeping.

Information on best methods for sheltering people is provided on page 11. Brief instructions for shelter managers to give to people entering the shelter can be found on pages 2 and 3.

PROCEDURES FOR SHELTER USE

GETTING ORGANIZED

You cannot do all the organizing and managing yourself. Appoint people or get volunteers to assist you. Appoint an Administrative Assistant, an Advisory Committee, and three Deputies for: (1) Operations, (2) Information, and (3) Supply and Maintenance. The Deputies for Information and Supply and Maintenance will be in charge of single functional teams; and the Deputy for Operations will be in charge of several functional teams, as described on pages 7-9. Your Administrative Assistant is to maintain daily logs, prepare reports, and supervise any clerical aides. (See pages 15-17 for further suggestions.)

PROTECTIVE ACTIONS

A. Immediate Preattack - High-Risk Areas. In high-risk areas where blast and heat effects are anticipated:

1. Place people in the best protected places; that is, in below-ground space if possible.

a. In basement areas instruct the people to:

(1) Go to the corners and/or exterior walls of the basement that have the least exterior exposure.

(2) Stay away from windows and doorways that open to the outside of the building.

(3) Lie face down on the floor with arms in a protective position on the head; or sit near, but not touching, the walls in rows back to back.

b. In aboveground areas instruct the people to:

(1) Go to the central area of the designated shelter floor.

(2) Stay away from windows.

(3) Lie face down on the floor with arms in a protective position on the head.

2. Organize shelter fire guard teams to take pre-attack fire prevention measures, such as closing blinds and reducing potential fire hazards, and be prepared to carry out rapid inspection tours of aboveground parts of the shelter building if detonations occur nearby. Locate and put out fires.

3. Organize a ventilation team to monitor the shelter environment and existing ventilation systems. Set up manual ventilation devices[1/] if needed. Radiological monitoring instruments should be checked for operability, and monitors should be appointed and acquainted with their duties. (If trained monitors are present in shelter, they should take planned actions.)

1/Ventilation equipment such as manually operated blowers and fans may be stored in the shelter area. The equipment should be unpacked and set up according to instructions on the containers.

4. If a weapon detonates nearby, turn off controls for gas (to prevent possible fires) and water (to prevent possible loss of trapped water in building).

5. Disseminate pertinent information relative to the crisis situation.

6. Close the shelter to further entry when its capacity is reached.

B. Immediate Preattack - Low Risk Areas. In low risk areas, where fallout radiation can be expected to be the principal danger:

1. Place shelterees in safest designated areas within the shelter.

a. In basement areas, instruct the people to:

(1) Go to the corners and/or exterior walls of the basement that have the least exterior exposure.

(2) Stay away from windows and doorways that open to the outside of the building.

b. In aboveground areas, instruct the people to:

(1) Go to the central area of the designated shelter floor.

(2) Stay away from windows.

2. Ready safety supplies and equipment for possible use, including radiological monitoring instruments.

3. Reduce potential fire hazards by controlling smoking, keeping area free of trash, etc.

4. If a weapon detonates nearby, turn off controls for gas (to prevent possible fires) and water (to prevent possible loss of trapped water in building).

5. Disseminate pertinent information relative to the crisis situation.

6. Close the shelter to further entry when its capacity is reached.

SHELTER OPERATIONS

A. Initial Actions

1. Establish a complete schedule for shelter activities.

2. Maintain a 24-hour watch and communications log.

3. Use available furniture, equipment, etc., as necessary to improvise a more desirable environment.

4. Control smoking. Prohibit it if necessary.

5. Control the distribution of food and water supplies.

6. Monitor radiological conditions and ventilation on a 24-hour basis.

7. Enforce health, sanitation and safety rules.

8. Keep shelterees occupied to the extent possible through work details and recreational activities, while considering shelter temperature and ventilation.

B. Immediately After the Attack

1. Assess damage from blast, which can vary from light (for example, glass breakage, broken light fixtures, false ceilings falling to the floor, etc.) to more severe structural damage. Fires may have started and should be quickly suppressed. Throw smouldering materials outside. Help the injured.

2. Repair damage which severely affects the habitability of the shelter area, and clear blocked exits.

3. Commence radiological monitoring.

4. Do not abandon the shelter unless an inspection indicates that evacuation is called for, e.g., an uncontrollable fire situation or rising flood waters.

OPERATIONAL PROCEDURES

A. Initial Procedures

1. Report to the local headquarters on number of shelterees and the condition of the shelter.

2. Organize the shelter into units based upon the layout, such as by floors or other specific sections of the facility, and possibly in units of 10 each. Each shelter area or unit should select its leader.

3. Assign sleeping areas, operating services areas, and other areas as needed.

4. Select shelter management staff from those best qualified.

5. Implement safety and fire regulations. (Page 18)

6. Implement law and order regulations. (Page 18)

7. Implement health and sanitation rules. (Page 19)

8. Have the shelterees select representatives to serve as a Shelter Manager's Advisory Committee.

B. Orientation of Shelterees

1. Identify and introduce (if not already done) the Shelter Management staff. Explain their responsibilities and functions.

2. Explain the organization and management structure.

3. Explain the policies concerning personal possessions.

4. Stress the need for shelterees to assist each other and the need for cooperation for their common health and welfare.

5. Issue instructions for the use of facilities.

6. Explain the procedures for operating the shelter.

7. Permit the shelterees to ask questions to clarify instructions.

C. Registration

1. Distribute registration forms (page 20) to each family group and unaccompanied person. If forms are unavailable, improvise registration forms from any paper supply on hand and request the shelterees to provide the information listed on the example form.

2. The shelter management staff will use the registration to:

   a. Ascertain useful skills and interests.
   b. Make work assignments.
   c. Determine sleeping arrangments.

d. Determine special requirements.
e. Maintain and report number of shelterees to headquarters.
f. Provide data for possible post shelter use.
g. Identify persons needing special care.

D. Facility Administration

1. Test operation of:

a. Commerical power, water and sanitation facilities.
b. Heating and ventilating kits, if available.
c. Communications equipment.
e. Radef and safety equipment.
f. Emergency lighting, if available.

2. Inventory health and sanitation supplies.

3. Inventory supplies, including food and water, and develop procedures for distribution. Also check sanitation facilities and arrangements for use.

4. Inventory supplies brought into shelter by the public, and store for safekeeping bulk articles and items which can endanger safety, such as guns and knives.

CONTINUING ACTIONS

The Shelter Manager is responsible for providing information to the local government headquarters (see page iii) regarding the condition and needs of the shelter and the health and welfare of the shelterees. A detailed daily log of operations should be maintained. (Page 21)

1. The first report, to be made as soon as possible after shelter capacity has been reached or people stop arriving in the shelter, should cover the following:

a. Time of shelter activation.
b. Condition of the shelter.
c. Number of shelterees.
d. Estimates of the supply situation.

2. Subsequent reports should cover the following:

a. Condition of the shelterees; health, morale, special requirements, etc.
b. Radiological monitoring (when appropriate).
c. Supply situation.
d. Special problems or situations.

SHELTER MANAGEMENT TEAMS

Shelter management teams and their functions are as follows:

1. Feeding (Food and Water)

a. Advise the Shelter Manager daily of the quantity of food and water on hand. If a shelter is not provisioned, supplies may be available elsewhere in the building or nearby. Shelter management should be prepared to obtain initial or supplementary supplies prior to attack if conditions permit. For obtaining food or water outside the shelter after nuclear attack, the radioactive fallout hazard must be considered.

b. Special health foods should be kept by individuals unless it is desirable to turn them over to Supply for storage and safekeeping.

c. Strict controls should be maintained to minimize waste and to assure equitable distribution of available supplies. A daily status report should be made to the Shelter Manager to determine the need for any changes in distribution or procedures. This report should include the amount of each item used and on hand and the length of time the supply should last at the current usage rate.

If there is no food or water in the shelter or supplies run out, request for supplies should be made to the local government headquarters; or, as conditions permit (absence or diminishing of fallout or fire hazards), personnel may be assigned to go outside to obtain initial supplies or replenish stocks.

d. Check water containers for leakage or contamination. Take measures to prevent damage to containers or contamination of water.

2. Sleeping

a. Assign available sleeping equipment and bedding as necessary.

b. Establish sleeping schedules that provide the best possible quiet periods for the shelterees.

3. Safety

a. Establish fire and evacuation procedures and conduct daily drills.

b. Enforce safety and fire regulations. (Page 18)

c. Enforce law and order regulations. (Page 18)

4. Health and Sanitation

a. Determine whether any of the shelterees are experienced in medical and health matters and establish a Health and Sanitation Team.

b. Enforce health and sanitation rules. (Page 19)

c. Maintain a clean and sanitary environment.

d. Maintain checks on water and food for contamination or spoilage.

e. Control medical supplies and equipment. Medical supplies should be issued only to the shelter unit leaders, not directly to individuals. A daily status report should be made to the Shelter Manager.

f. Conduct and schedule daily sick call to check and treat shelterees for illnesses or injuries. Isolate the seriously ill.

5. Radiological

a. Minimize the exposure of shelterees to fallout radiation by:

(1) Assuring their stay in safest areas of the shelter.
(2) Periodic monitoring to detect radiation, and radiation levels, within the shelter.
(3) Taking measures to prevent entry of fallout into the shelter.

b. Check shelterees to see if fallout particles have lodged on them (particularly in the hair) or on their clothing.

(1) Decontaminate, if necessary.
(2) Refer to the Health and Sanitation Team for treatment if symptoms of radiation exposure develop.

c. Follow instructions in Radiological Monitors Handbook.

6. Communications

a. Messages to and from shelter must be restricted to essential information and filed or kept in as short form as possible.

b. Maintain a log of all messages sent or received by time and date.

c. Assign person or persons to telephone(s) and monitor radio receiver (if available) continuously. Log significant information for referral to the Shelter Manager. Information of concern to all those in shelter should be posted by the Manager, or at his direction, on a bulletin board (if available).

d. As directed by the Shelter Manager, transmit messages by telephone, radio, or any available means to headquarters.

e. Use only one radio at a time to conserve battery power.

f. Locate the broadcast radio in an area where all can hear.

7. Information, Recreation, and Religious Affairs

a. Keep shelterees informed of the attack and postattack situations as directed by the Shelter Manager. This will help prevent rumours, which could adversely affect morale and shelter management control.

b. To keep up morale and maintain good physical condition among shelterees, conduct educational and recreational activities as temperature and space allows. Encourage religious activities.

8. Supply and Maintenance

a. Receive and inventory supplies and equipment brought into the shelter. Maintain the inventory as items are used. (Page 22)

b. Maintain shelter facility and mechanical equipment.

c. Assist the Health and Sanitation team in:

(1) Disposing of the dead.
(2) Disposing of refuse.
(3) Maintaining sanitary standards.

SHELTER EMERGENCE

1. Temporary Emergence. When authorized by the Civil Defense Director or other competent authority, the Shelter Manager, where necessary, may direct or permit temporary emergence; for example, to obtain needed food, water, medical, or other supplies. In the absence of communications with headquarters, the Shelter Manager must obtain advice from the Radiological Team to determine whether it is safe to permit temporary emergence.

Temporary emergence may also be necessary for:

a. Radef monitoring.

b. Movement of the seriously ill.

c. Avoidance of fire, smoke, or other life-threatening hazards within the shelter.

d. Morale purposes.

2. Permanent Emergence. When authorized by the Civil Defense Director or other responsible authority, the Shelter Manager will allow people to leave the shelter when:

a. Danger has lessened to an acceptable level or no longer exists.

b. Temporary lodging is available or people can return to their homes.

c. People may move safely from shelter to another place (if emergency controls allow such movement).

d. Hospitalization is available for those requiring medical care.

Before people leave the shelter, they should be informed of conditions existing in the community and of provisions made for their safety and well-being. The Shelter Manager will return personal possession to the shelterees.

CLOSING THE SHELTER

When the shelter is closed (deactivated), the Shelter Manager should contact the local Civil Defense Director for instructions concerning disposition of supplies and equipment, reporting requirements, and other activities desired by the local government.

USING THE SHELTER

The Floor Plan Layout on page 13 shows the best areas for sheltering people in this shelter. Brief instructions to be given by shelter managers when shelterees enter the shelter are on pages 2 and 3. A map of the surrounding area is on page 14.

Best Shelter Areas

The best shelter areas are (1) belowground, (2) on the ground floor, and (3) on the second and third floors. No one should be sheltered above the third floor in a high-risk area.

Since belowground areas are by far the safest, temporary overcrowding, with people lying face down or sitting near the exterior walls of the shelter area (but not touching the walls), is recommended. People can adapt to crowding for several hours. An estimate of about 6 hours is likely to be the period of maximum threat from detonations in the vicinity.

Description of Safest Areas

In belowground areas, which should be first choice, the best shelter spaces are located near the walls and corners away from windows. When an exterior basement wall is partially or completely exposed, the better shelter areas are located farthest from the exposed wall. On aboveground floors, the best shelter is in the central area of the building or wing, away from outside walls and windows.

Once the fallout has arrived, the shelter manager should use radiological instruments, if available, to make the final determinations of where to locate the people to be sheltered within a particular facility.

Ventilation

Adequate ventilation is critical to the well being of the shelterees. Aboveground, the provision of ventilation may simply be a matter of opening (or breaking) available windows and doors. However, in belowground areas additional measures are necessary for maximum shelter utilization. If mechanical ventilation is operable it should be used along with any portable fans. Also, any manually operated blowers or fans, which might be stored in the shelter, should be unpacked and set up according to the instructions on the equipment package. Lacking mechanical ventilation, the maximum advantage should be made of natural ventilation by creating a "chimney effect" and/or making use of outside

winds. To optimize the "chimney effect," windows or areaway openings into the lowest floor and windows on the upper floors should be opened. This procedure allows the hot air, created by the shelterees, to rise and be replaced by fresh air. If a wind is blowing, the air flow can be maximized by opening the windward side windows on the lower floor and the leeward side windows on the upper floor. Experiment will quickly show the best combination.

Trapped Water

Most buildings have a sizable quantity of potable water trapped within the plumbing system. This includes water in water heaters, boilers, fire standpipes, distribution pipes, etc. To use this water, it is only necessary to follow a few simple steps. First, if water service to the building is no longer functioning, the main valve should be located and turned off to prevent water already in the building from being drained away by a possible outside break in the line. Next, in order to relieve any vacuum created within the lines, open one or more faucets on the top floor of the building. Water can then be drawn off the system at any of the lower floors with the last bit in the system being available at the lowest floor. Storage tanks such as water heaters will usually have a drain valve near the bottom. Although water from such tanks may initially be muddy, the water is still drinkable after allowing the particles to settle.

FLOOR PLAN LAYOUT

Shelter No. _____

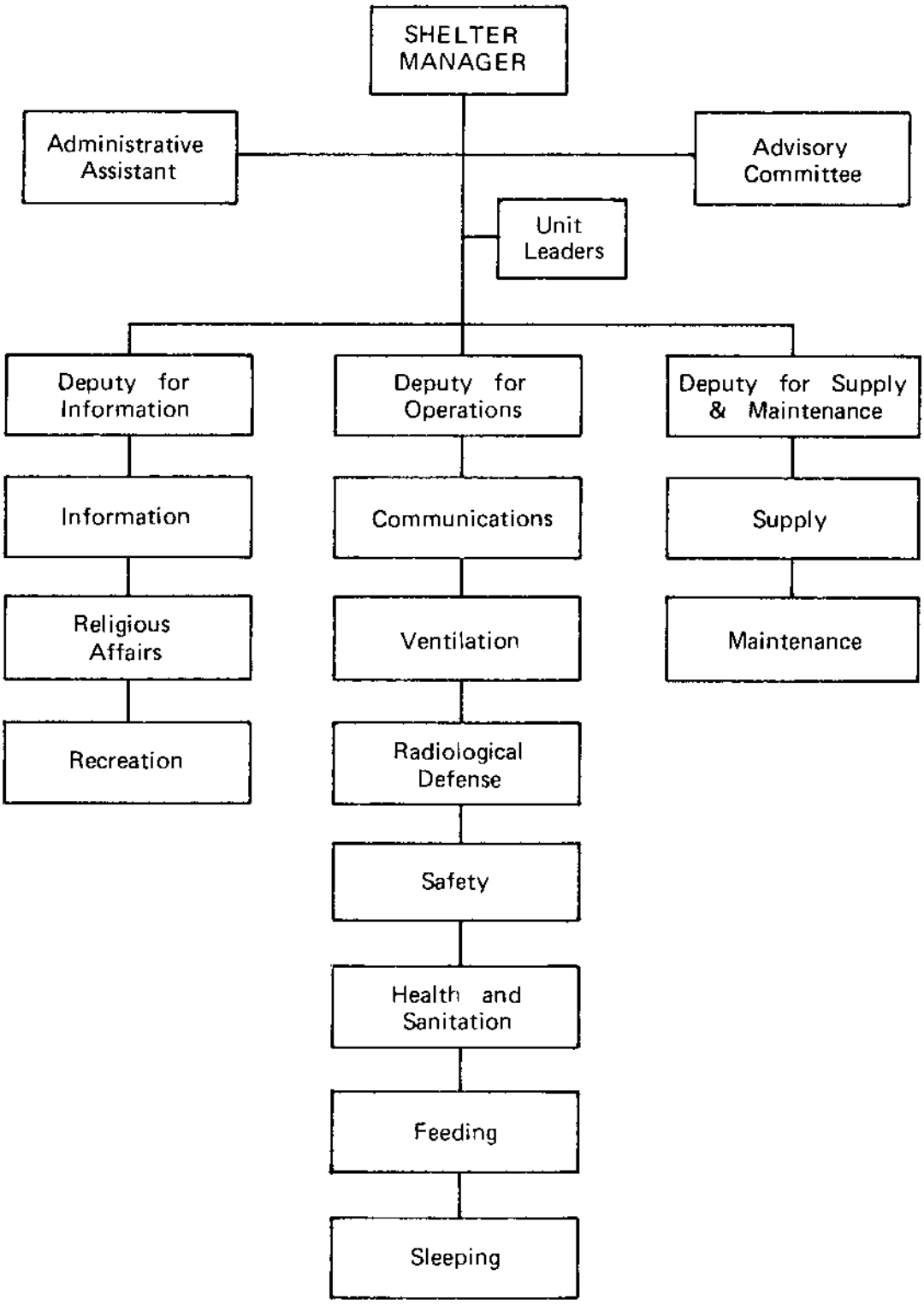
(Diagram showing best shelter areas)

MAP OF AREA SURROUNDING SHELTER

LEGEND

A. This Shelter
B. Other Shelters
C. Drug Store
D. Grocery Store
E. Hardware Store

EXAMPLE SHELTER ORGANIZATION CHART



KEY SHELTER MANAGEMENT STAFF

A shelter organization chart is shown on the preceding page. The Shelter Management Staff (in order of succession) and their functions and responsibilities are:

Position and Name	Principal Duties
Shelter Manager _____ (Name)	Responsible to the local Civil Defense Director. Exercises complete authority for administration of the shelter and its operations. Develops in-shelter rules, organization, operating procedures, and schedule of operations.
*	* *
Deputy for Operations _____ (Name)	Responsible to the Shelter Manager for planning, direction and conduct of the following shelter functions: feeding; insuring potability of water; sleeping; health and sanitation; communications; radiological defense; safety (fire, police, rescue). Provides technical aid to the Deputy for Information.
*	* *
Deputy for Information _____ (Name)	Responsible to the Shelter Manager for planning and conducting group activities. Responsible for directing a flow of appropriate information to the shelterees.

Position and Name	Principal Duties
Deputy for Supply and Maintenance _____ (Name)	Responsible to the Shelter Manager for planning and directing supply, utilities, and maintenance activities.
*	* *
Administrative Assistant _____ (Name)	Responsible to the Shelter Manager. Obtains and supervises clerical aides. Maintains daily logs, prepares reports, etc.

The first shelter management staff member arriving at the shelter takes charge until succeeded by a superior member. In the event designated staff members should fail to appear, emergent leadership shall take charge. The first person in charge shall designate individuals to assist management as required. The procedures outlined on the preceding pages should be followed.

SHELTER OPERATIONS RULES AND REGULATIONS

SAFETY AND FIRE

All occupants shall turn in knives, flammable liquids (such as canned heat, ether or alcohol), and other potential safety hazards to central supply for safekeeping.

Smoking shall be controlled as required by the safety and well-being of the shelterees. The minimum of control is:

1. Smoking will not be permitted in sleeping areas.
2. Other non-smoking areas may be designated.
3. Matches and cigarettes shall be carefully put out in a suitable receptacle.

Shelterees shall watch for and report any potential fire hazard such as careless use of compustible materials, electrical equipment, faulty wiring, outlets and switches.

The following basic rules apply to putting out fires:

1. Wood, paper, cloth or rubbish fires can best be extinguished by water.
2. Gas, oil, or grease fires can best be extinguished by sand or dirt.
3. Electrical fires can best be extinguished by turning off electrical power and then using sand or dirt.

LAW AND ORDER

Generally, all existing laws of _____ (State, county, and/or city) shall be enforced in this shelter.

Shelterees shall use the shelter areas assigned by shelter officials.

Personal conflicts shall be resolved by Shelter Unit Leaders, if possible.

Serious violations, such as assault and revolt against authority, shall be dealt with quickly and forcefully by shelter authority.

Minor violations, such as violation of quiet hours, shall be handled by Unit Leaders.

Any necessary restraint and serious disciplinary action will be ordered only by the Shelter Manager in consultation with the Advisory Committee.

HEALTH AND SANITATION

The following rules will be observed:

1. Persons with contagious diseases shall be isolated immediately.
2. The daily sick call schedule shall be observed.
3. Shelter floors shall be kept clean of waste materials.
4. Rest room areas shall be kept clean at all times.
5. Waste containers shall be disposed of as soon as filled.
6. Drinking cups shall be marked and retained for re-use by individual shelterees.
7. Towels shall be retained by individuals for re-use as long as possible.
8. Deceased persons shall be immediately removed from the shelter.

EXAMPLE

SHELTER REGISTRATION FORM

Last Name _____ Home Address _____ ZIP _____ Phone _____

Family Members Living at Address (First Name)	Relation	Age	Sex	Illness or Disability	Skills or Occupation	Work Assigned in Shelter	Soc. Sec. No. (if known)
1.							
2.							
3.							
4.							
5.							

Immediate Family Members Not in This Shelter	Presumed Whereabouts	Relation
6.		
7.		
8.		

Other Nearby Relatives (Name)	(Address)	
9.		
10.		

Items Brought Into Shelter (e.g., food, medicines, blankets, flashlights, etc.):

Remarks: (Use back, if necessary):

DAILY LOG

Shelter No. _____ Date _____

Page _____

Time	Remarks

SHELTER INVENTORY

Item (List)	Quantity	Issued	On-Hand
Food			
Water			
Medical Supplies			
Radiological Monitoring Kits			
Other Items			

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